UNITED
NATIONS

A

General Assembly

Distr.
GENERAL

A/AC.96/825/Part III/14
3 August 1994

Original: ENGLISH

EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-fifth session

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

PART III. EUROPE

Section 14 - Turkey

(submitted by the High Commissioner)

GE.94-02955

III.14 TURKEY

Country Overview

Characteristics of the refugee population

1. At 31 December 1993, Turkey hosted some 23,260 refugees/asylum-seekers, comprising 1,386 Iranians, 4,944 Iraqis, 164 other nationals and 16,773 Bosnians, living in urban areas and in refugee centres. Of these approximately 7,120 refugees received material assistance from UNHCR. The breakdown of the assisted population at 31 December 1993 was as follows:

Origin	Number 31/12/93	Location	Type of Assistance
Iraqis	1,185	urban areas	care and maintenance, resettlement
Iranians	929	urban areas	care and maintenance, resettlement
Iraqis	2,112	Silopi/Sivas	repatriation, resettlement
Other nationals	96	Kangal centre urban areas	care and maintenance, resettlement
Eastern Europeans	68	urban areas	local settlement
Bosnians	2,730	Kirklareli centre	emergency assistance
Total	7,120		

2. Amongst the Iranians, Iraqis and other nationalities there are 518 children aged 0-5, and 1,235 aged 6-18. Amongst the Bosnians living in the camp, there are 220 children and 663 elderly persons.

Major developments (1993 and first quarter 1994)

Urban Refugees

3. The assisted population under the care and maintenance project for urban refugees decreased from 1,353 persons in January to 1,259 persons in May 1994. Allowances for refugees were increased by an average of 20 per cent to compensate for the increase in the cost of living in Turkey.

Repatriation Programme

4. Sivas/Kangal camp, which was set up in 1991, was officially closed at the end of January 1994 and the remaining 129 Iraqis were transferred to Silopi Camp.

5. In 1993, 844 Iraqi Kurds repatriated to northern Iraq. Since the beginning of 1994, no Iraqi Kurds have repatriated, but individual status determination has been completed in Silopi camp. Some 500 Iraqis were found to be of concern to UNHCR and will be processed for resettlement.

Local settlement

6. During 1993, 68 elderly Eastern Europeans received monthly allowances and medical care. Given the small number involved, they have been included under the care and maintenance programme in 1994 and 1995.

Assistance to refugees from the former Yugoslavia

7. The influx of refugees from Bosnia and Herzegovina continued throughout the year. Reports indicate that there are some 16,800 Bosnians living in the country. The number of Bosnians in Kirklareli camp increased from 2,730 to 2,810, bringing the total in the camp and four other centres to 3,500 by May 1994.

Resettlement

8. Resettlement of refugees continued to be the major UNHCR activity in Turkey. However, compared to 1992, resettlement decreased as receiving countries expressed the view that resettlement from Turkey should be reduced, two years after the end of the war in the Persian Gulf. An additional factor affecting resettlement country attitudes was the change in the nature of the caseload from a camp population with prima facie refugee status to individual asylum-seekers all over Turkey.

9. In response to this trend UNHCR has underlined the importance of maintaining resettlement opportunities as the influx of asylum-seekers into Turkey from Iraq and the Islamic Republic of Iran could continue for some time to come.

10. During 1993, 3,348 persons were accepted for resettlement from Turkey, including 2,759 Iraqis, 578 Iranians, and eleven people of other nationalities, mainly by the United States, Canada, Australia and the Nordic countries.

11. A total of 4,213 persons actually departed for resettlement in 1993, of whom 3,460 were Iraqis, 742 were Iranians and the rest of various other nationalities. A total of 806 persons had been accepted but had not yet departed as of 31 December 1993. More than 1,800 persons (1,000 Iraqis, 800 Iranians and a few other nationals), were awaiting acceptance by a resettlement country as of 31 December 1993.

Programme objectives and priorities

12. Owing to the geographical limitation applied by the Turkish Government to the 1951 Convention relating to the Status of Refugees, the only possible durable solution for non-European refugees in Turkey is either resettlement or voluntary repatriation.

13. UNHCR will continue to encourage voluntary repatriation of Iraqi Kurds in the camp at Silopi. However, it is unlikely that this group will want to return to Northern Iraq, given the politically unstable and harsh economic situation in this area.

14. Efforts will be made by UNHCR to coordinate with the Turkish Government on the procedures for determining the status of non-European refugees. Consultations will be held on dealing with asylum-seekers and refugees in accordance with international standards and in-service training will be offered to government officials.

15. Activities are underway both through the media and academic institutions to increase public and governmental awareness of refugee problems.

16. UNHCR will assess the needs of vulnerable Bosnian refugees in the Istanbul area and the camps in order to improve their living conditions and will provide technical and financial support to reinforce efforts already undertaken by the Turkish Government to provide shelter, health care and education. Arrangements to move vulnerable Bosnians to Kirklareli camp or smaller sites will be made if conditions can be improved this way.

17. Efforts will also be made to maintain and improve informal employment opportunities outside the camps for Bosnians who enjoy temporary protection.

18. In order to be able to respond to an increasing number of queries on repatriation and resettlement, counselling activities for Bosnian refugees in Kirklareli camp and the other four smaller sites will be expanded.

Arrangements for implementation/related inputs

19. The implementation of the programme for individual cases living in urban areas in Ankara and other provincial capitals is carried out directly by the UNHCR Branch Office. For Iraqi and Iranian refugees living in urban areas, medical care is provided through a private clinic in Ankara. Similar services will be provided to Bosnian refugees by a private dispensary in Istanbul is 1994.

20. UNHCR in Ankara is directly responsible for the resettlement of non-European refugees from Turkey, except for Immigration and Naturalization Service (INS) interviews, which are handled by the International Catholic Migration Commission (ICMC) in Istanbul.

21. ICMC also serves as UNHCR's implementing partner for assisting Iranians, Iraqis and elderly Eastern Europeans living in Istanbul. Refugees in Istanbul also receive counselling from Caritas. The International Organization for Migration (IOM) makes departure arrangements for resettlement cases. The Anatolian Development Foundation (ADF) procures and distributes relief items in Kirklareli camp.

22. Basic food to refugees in Kirklareli and Silopi camps is provided by WFP, in coordination with the Turkish Red Crescent Society.

23. In 1993, Caritas and Shelter Now International transported and distributed shelter materials and other relief items for the returnees to northern Iraq.

24. Several non-governmental organizations (NGOs), including Caritas, the American Board in Istanbul and Swiss Heks, as well as the Embassy of the Holy See and UNICEF, contribute to the food, domestic needs, health, education and counselling sectors.

General Programmes

(a) Variations in planned activities in 1993

25. An increase in the assisted population during 1993, caused mainly by delays in resettlement departures of persons who had not been granted exit permits, as well as high medical, food and transport costs, required an upward adjustment for the care and maintenance programme. In addition, some Iraqi refugees, who were initially self-supporting, have sought UNHCR's financial assistance as their funds had been depleted.

26. Between 2,200 and 2,300 persons per month were assisted with the provision of living allowances and health care. The allowances were increased by an average of 60 per cent in line with the increased cost of living in Turkey. The majority of the assisted caseload consisted of single persons or needy families with children.

27. Urban beneficiaries consisted of a growing number of Iraqis, as well as Iranians and persons of other nationalities. Branch Office Ankara staff undertook numerous missions to provincial cities to provide counselling, conduct financial needs assessments and identify groups in need of special assistance.

(b) 1994 planned implementation

Care and maintenance to urban cases

28. The proposed 1994 allocation for the care and maintenance of urban refugees living in Ankara and other provincial capitals is higher than in 1993. Given the current number of refugees/asylum-seekers registered at the Branch Office in Ankara, the average rate of recognition (12 per cent Iraqis and 58 per cent Iranians), and the average number of new arrivals, it is estimated that some 2,800 refugees will benefit under the project.

29. The assistance will mainly cover subsistence/living allowances, medical costs of refugees/asylum-seekers, assistance to vulnerable groups, and local travel and accommodation costs. Moreover, funds will cover the salaries and related costs of eight interpreters, who will assist in status determination. In addition, this project will benefit 68 elderly European refugees.

Resettlement

30. The Branch Office in Ankara will continue its efforts to promote resettlement of refugees from Turkey. Priority will be given to vulnerable medical cases, those who have to be resettled for security reasons and long-stayers.

31. The estimated numbers of cases to be resettled in 1994 stands at 3,500 persons, in line with resettlement quotas announced by respective countries. However, the number of beneficiaries under the 1994 resettlement project is some 2,400 persons, as refugees living in Ankara and Istanbul depart directly from these cities, and usually do not need the type of assistance provided under this project. As in 1993, the assistance will cover medical examination costs, local travel and food expenses, as well as related pre-departure costs.

32. Requests will also to be made to resettlement countries to receive emergency medical or security cases, and to give priority to vulnerable groups such as handicapped, women-at-risk, and long-stayers.

(c) **1995 programme proposals**

Care and maintenance of urban refugees

33. Some 3,000 persons are expected to receive assistance during 1995. The proposed allocation is slightly higher than in 1994, in view of increased living costs in Turkey. Funds will continue to be provided for subsistence/living allowances, local travel and accommodation expenses, health care and legal support. An amount is also budgeted for social counselling activities for the special needs of vulnerable groups, especially unaccompanied women and children.

Voluntary repatriation

34. Although UNHCR will continue to encourage the Iraqi Kurds in Silopi camp to repatriate voluntarily, conditions in Northern Iraq may not as yet be conducive to such a development. A care and maintenance project is proposed for the residual caseload under the 1995 Annual Programme.

35. Although the camp population for 1995 is estimated at some 1,400 persons, it is expected that some 500 persons who have been individually determined to be of concern to UNHCR will be resettled by the end of 1994.

Resettlement

36. The programme foresees similar activities to support an estimated 3,000 refugees. The Branch Office will continue to cover pre-departure costs, medical examination, local travel, and other urgent needs.

Special Programmes

Plan of action relating to the Persian Gulf Crisis

Variations in planned activities in 1993

37. During 1993, Diyarbakir and Mus camps were closed and refugees were transferred to Silopi camp. The remaining 129 refugees in the Sivas/Kangal centre were also transferred to Silopi. UNHCR covered transport costs and provided additional blankets to refugees.

38. The project provided for care and maintenance, shelter, food, transport and a repatriation grant for returnees, as well as supplementary feeding and medical care for vulnerable groups.

39. As refugees were reluctant to repatriate, only 844 persons returned to northern Iraq in the course of 1993. Some 1,850 persons found durable solutions through resettlement and departed in 1993.

40. The Turkish Government transferred 162 African illegal immigrants from Istanbul to Silopi camp during the last quarter of 1993. Despite the fact that only assistance to Iraqi nationals had been foreseen under the programme, this group was exceptionally provided with tents, blankets, heating and supplementary food on humanitarian grounds.

Other Trust Funds

1994 planned implementation

41. The remaining 1,900 persons in Silopi camp will continue to be provided with assistance, such as supplementary food, household supplies, medical care and educational supplies. In addition sanitation and water facilities will be improved. Those who decide to repatriate will receive a repatriation grant and transport to the Iraqi border. Food and shelter materials will be provided in their country of origin.

Humanitarian assistance to refugees from the former Yugoslavia

(a) **Variations in planned activities in 1993**

42. In view of the increasing number of new arrivals, the capacity of the camp was raised to 4,000 persons during 1993. UNHCR provided an additional 130 prefabricated huts for accommodation, schooling and other social activities. The bulk of the assistance covered various domestic items such as additional beds, blankets, kitchen utensils for new arrivals, clothing, transport of relief items, heating/cooking costs, improvement of the sanitation/water facilities, as well as office equipment for the camp management. Labour costs for refugees, who assisted in the construction of prefabricated buildings, were also covered.

43. Funds for teaching materials and teachers were also provided by UNHCR to accommodate increased requests from refugee women to attend courses.

44. Due to problems in identifying experienced women counsellors who could communicate in the language of the refugees, it was difficult to undertake intensive counselling in the camp in Istanbul and to obtain proper information on women's problems, particularly those who had suffered from sexual abuse in their home country.

(b) **1994 planned implementation**

45. The 1994 allocation for the care and maintenance of Bosnian refugees in Turkey is higher than in 1993 due to the planned counselling activities, which will be extended to refugees living in urban areas. It is estimated that at least 7,000

persons (5,000 camp residents and 2,000 urban refugees) will benefit under this project in 1994.

46. The assistance will also cover the urgent needs of unaccompanied children, single women with children and other needy families in Istanbul, as well as various domestic needs and clothing. Furthermore, it includes the costs of upgrading sanitation and water facilities, medicines and emergency hospital treatment, allowances for volunteer Bosnian doctors and nurses, vocational training and educational supplies for children. Turkish language classes for both children and adults are being established in 1994.

(c) **1995 programme proposals**

47. Predictions for care and maintenance needs for Bosnian refugees for 1995 are based on a working figure of some 7,000 persons with similar activities foreseen as in 1994, such as catering for the needs of single women with small children and unaccompanied children, provision of various domestic items for refugees in camp, kitchen utensils and equipment, clothing, medical care, improvement/maintenance of sanitation and water facilities, and provision of educational supplies for schools.

48. Individual counselling for vulnerable cases in Istanbul will increase, and will require extensive individual case work.

Programme Delivery and Administrative Support Costs

(a) **Variations in planned activities in 1993**

49. Expenditure for staff costs was higher than expected as local staff had to be retroactively reimbursed for income tax payments, and because of the early rotation of the Representative in 1993. Some staff, whose posts had been discontinued in 1992 and 1993 as a result of the reduction of UNHCR's programme in eastern Turkey, were also paid retroactive adjustments to their annual leave balances in 1993. Savings under various other categories of expenditure offset some of the increases in expenditure.

50. Additional computer equipment was purchased to accelerate the status determination procedure. In addition, violent incidents at the Branch Office made it necessary to improve security arrangements, including raising UNHCR's share of costs for a United Nations Field Security Officer.

(b) **1994 planned implementation**

51. Sub-Office Diyarbakir was closed in March 1994. Two posts of local support staff were discontinued effective 31 March 1994 and a post of Protection Officer was redeployed to Ankara for outposting to Istanbul to monitor the situation of Bosnian refugees. This post is funded under the Special Operation for Former Yugoslavia. Travel of Branch Office staff to Istanbul to monitor the assistance programme for Bosnians, and communication between Ankara and Istanbul will increase expenditure slightly for 1994. To cope with tasks related to the Special Operation for former Yugoslavia, a post of Administrative Assistant was created in Ankara as

of 1 April 1994. At the Branch Office, further improvement of the security arrangements has been included in the revised estimate.

(c) **1995 programme proposals**

52. No major changes are foreseen in the staffing situation in 1995. Staff costs are slightly lower than in 1994 primarily because of the posts which have been discontinued, as mentioned above. Rising living costs in Turkey are expected to result in higher costs for utilities and communications; these have been included in the initial estimate.

UNHCR EXPENDITURE IN TURKEY

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
1,693.4	1,494.0	1,576.6	CARE AND MAINTENANCE	2,563.1
27.5	–	–	LOCAL SETTLEMENT	–
586.1 a/	383.0	53.5	RESETTLEMENT	64.9
–	–	1,269.8	PROGRAMME DELIVERY See Annexes I a and II a	1,257.0
2,307.0	1,877.0	2,899.9	SUB-TOTAL OPERATIONS	3,885.0
607.1	540.0	139.2	ADMINISTRATIVE SUPPORT See Annexes I b and II b	148.7
2,914.1	2,417.0	3,039.1	TOTAL (1)	4,033.7
SPECIAL PROGRAMMES (2)				
899.6	–	1,450.4	HUMANITARIAN ASSISTANCE TO DISPLACED PERSONS FROM THE FORMER YUGOSLAVIA	1,701.3
–	–	61.1	PROGRAMME DELIVERY See Annexes I a and II a	81.3
1,613.7	–	–	PLAN OF ACTION RELATING TO THE GULF CRISIS	–
–	–	253.0	OTHER TRUST FUNDS	–
187.5	163.3	252.5	ADMINISTRATIVE SUPPORT Junior Professional Officer	160.0
2,700.8	163.3	2,017.0	TOTAL (2)	1,942.6
5,614.9	2,580.3	5,056.1	GRAND TOTAL (1+2)	5,976.3

a/ of which US$ 22.289 incurred against Overall Allocation